



DEBATE PACK

Number CDP 2016/0130, 27 June 2016

Football hooliganism

Westminster Hall Debate 29 June 2016 at 1430hrs

A Westminster Hall debate on the subject of football hooliganism has been scheduled for 1430hrs on Wednesday 29 June 2016. The member in charge of this debate is Gareth Johnson MP.

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The House of Commons Library prepares a briefing in hard copy and/or online for most non-legislative debates in the Chamber and Westminster Hall other than half-hour debates. Debate Packs are produced quickly after the announcement of parliamentary business. They are intended to provide a summary or overview of the issue being debated and identify relevant briefings and useful documents, including press and parliamentary material. More detailed briefing can be prepared for Members on request to the Library.

1. Euro 2016

The 2016 [UEFA European Championship](#) - Euro 2016 – is taking place in France. The tournament opened on 10 June, the final will take place in Paris on 10 July.

The early stages of the tournament involved serious outbreaks of violence. England supporters were involved in clashes with police in Marseille before England's first group match against Russia.¹ There was further violence at the end of the game on 11 June. UEFA [warned](#) that both countries risked disqualification from the tournament if their fans were involved in further trouble.

In a [letter](#) to UEFA, the Football Association chairman, Greg Dyke, acknowledged that a "minority of English fans" were "clearly involved" in some of the incidents in Marseille. He went on to raise concerns about the stewarding and security arrangements in France:

(...) We believe the stewarding arrangements in place [in Marseille] were unacceptable. Supporters were able to get in with fireworks and flares, and then let them off, and there was insufficient segregation between the Russian and English fans...

Russia was given a suspended disqualification after UEFA investigated the behaviour of its fans at the end of the England game.² Russia was also fined 150,000 euros.

The game between Croatia and the Czech Republic on June 17 was suspended after Croatian supporters threw flares on to the pitch and fought each other.³ UEFA subsequently fined Croatia 100,000 euros and banned the Croatian Football Federation from selling tickets to fans identified as hooligans.⁴

Hungary, Belgium and Portugal have also been the subject of UEFA disciplinary procedures as a result of their fans' behaviour.⁵

¹ ["Six England fans jailed in connection with Marseille violence at Euro 2016"](#), Guardian, 13 June 2016

² ["Sanctions imposed on Russian Football Union"](#), UEFA media release, 14 June 2016

³ ["Czech Republic comeback marred by Croatia flare and fan incidents"](#), Guardian, 17 June 2016

⁴ ["Croatia fined and threatened with ticket ban over Euro 2016 crowd trouble"](#), Guardian, 20 June 2016

⁵ ["Uefa begins action against Hungary, Belgium and Portugal over disturbances"](#), Guardian, 19 June 2016

1.1 UK Government reaction to events in Marseille

On 14 June 2016, Andy Burnham tabled an [Urgent Question](#) on the violence involving England fans in Marseille. In response, the Home Secretary, Theresa May, said that:

- an additional contingent of UK police spotters would be sent to France to help identify troublemakers
- there had been discussions with the French police about reinforcing stewarding operations
- before the tournament began almost 1,400 passports had been surrendered from troublemakers subject to subject to football banning orders

2. Measures to prevent football related violence

2.1 Football Banning Orders

Football banning orders are preventative measures designed to stop potential troublemakers from travelling to football matches at home and abroad. Banning orders are issued by the courts following a conviction for a [football-related offence](#), or after a complaint by the Crown Prosecution Service (CPS) or a local police force.

A banning order can last from three to ten years. Breaching an order can lead to a £5,000 fine or a prison sentence.

CPS [guidance](#) gives further details on how [banning orders work](#).

Home Office figures [published](#) in November 2015 show that [2,181 banning orders were in force](#) as at 8 September 2015.

A person who has been given a banning order must surrender their passport and report to a police station during the control periods associated with regulated football matches outside of the UK.

A CPS [news release](#) of 8 June 2016 gives details of its role during Euro 2016.

Scotland has its own system of banning orders.

2.2 Specific football related offences

The [CPS guidance](#), referred to in the section above, gives the following summary of specific offences:

Football (Offences) Act 1991

- Throwing of missiles onto the playing area or into the crowd - s.2
- Racist or indecent chanting at a football match - s.3
- Going onto the playing area - s.4

Criminal Justice and Public Order Act 1994

- Unauthorised persons ('ticket touts') selling or otherwise disposing of a ticket to a designated football match - s.166

Sporting Events (Control of Alcohol etc.) Act 1985

- Carrying alcohol in vehicles on route to designated sporting events - ss.1 and 1A
- Possession of alcohol at or upon entering a designated sporting event - s.2(1)
- Being drunk at a designated sporting event - s.2(2)
- Having a flare or firework etc. whilst entering, trying to enter or being at a designated sports ground during the period of a designated sporting event - s.2A.

Scotland again has its own legislation.

Football Related Offences in Scotland

Although in many ways similar to the system found in England and Wales, Scotland has its own legislation to deal with football related offences.

Football banning orders were introduced by chapter 1, Part 2 of the [Police, Public Order and Criminal Justice \(Scotland\) Act 2006](#). Like in England and Wales, a football banning order serves as a preventative measure to prohibit known trouble makers from attending regulated football matches in the United Kingdom. Furthermore, an order requires the individual to report to a specified police station in relation to any regulated match being played abroad and may require them to surrender their passport for the duration of a tournament. Football banning orders are normally imposed on conviction of a football-related offence, but may also be made by a Sheriff on civil application by the Chief Constable. A banning order may last for a maximum of 5 years, or 10 years if accompanying a custodial sentence.

Section 1 of the [Offensive Behaviour at Football and Threatening Communications \(Scotland\) Act 2012](#) created the offence of engaging in offensive behaviour at a regulated football match which is likely to incite public disorder. Introduced by the Scottish Government primarily to target sectarianism, the 2012 Act has met some criticism, especially from the Scottish Conservatives who called it an "unnecessary and unworkable" act which wrongly targeted football supporters.⁶ The offence can be committed not only at a game, but also at any premises (other than domestic) where a regulated football game is being broadcast on television. This section applies not only to offences committed in Scotland, but also to any person who is habitually resident in Scotland if they engage in offensive behaviour outside Scotland. Punishment may vary from imprisonment on conviction for up to 5 years, or a fixed penalty notice issued by the police. In 2015, the Scottish Government published an [evaluation of the 2012 Act](#) which noted strong support for the legislation amongst the population. The Crown Office and Procurator Fiscal Service has published the [Lord Advocate's Guidelines on the Offensive Behaviour at Football and Threatening Communications \(Scotland\) Act 2012](#) which contains further information.

⁶ [BBC News, Scottish football disorder law convictions 'very small'](#), 12 March 2016

3. Parliamentary Business

3.1 Debates

[House of Commons - urgent questions on Football Fan Violence: Euro 2016](#)

HC Debate 14 June 2016 Vol 611 cc1633 -1643

[House of Lords debate on Euro 2016: Fan Violence](#)

HL Debates 14 June 2016 Vol 773 cc1108 – 1111

3.2 Parliamentary Questions

Asked by: Mr Jim Cunningham

To ask the Secretary of State for the Home Department, what estimate she has made of the number of convicted football hooligans who have surrendered their passports (a) voluntarily and (b) otherwise in each of the last five years.

Answered by: Mike Penning | Department: Home Office

We do not maintain records that distinguish between the numbers of passports surrendered voluntarily or otherwise by individuals subject to Football Banning Orders. A criminal conviction is not always required before a person becomes subject to a Football Banning Order. The police or Crown Prosecution Service may apply to the court for such an Order against an individual where there is evidence that the individual has caused or contributed to violence or disorder in the United Kingdom or elsewhere, and that making a banning order would help to prevent violence or disorder at or in connection with a regulated football match.

Individuals subject to Football Banning Orders are required to surrender their passport to the police during a control period set to cover an international football tournament or an individual overseas match. The control period for the 2016 European Championship is from 31 May to 10 July 2016, and as of 15 June, 1,393 passports had been accounted for which is 99% of passports held by those who were subject to Football Banning Orders at the start of the tournament.

During the control period for the 2012 European Championship, 1,821 passports were accounted for which amounted to 95% of those subject to orders and who had a passport. In the control period for the 2014 World Cup, 1,430 passports were accounted for which amounted to 98% of those with orders who had passports.

27 Jun 2016| c 40541

Asked by: Mr Jim Cunningham

To ask the Secretary of State for Justice, how many people have been (a) convicted and (b) jailed for football hooliganism in each of the last 20 years; and if he will make a statement.

Answered by: Mike Penning | Department: Ministry of Justice

The number of defendants proceeded against at magistrates' courts and found guilty and sentenced at all courts in England and Wales for football-specific offences under sections 2-4 of the Football (Offences) Act 1991, from 1996 to 2015, can be viewed in the table. This data is a further breakdown of information published regularly on gov.uk in the Criminal Justice Statistics Quarterly. The data does not include football-related proceedings under other, generic, legislation, as it is not possible to distinguish which are football-related.

[Defendants proceed against & found guilty 1996-15](#) (Excel SpreadSheet, 36.5 KB)

27 Jun 2016 | c 40540

Asked by: Jack Dromey

To ask the Secretary of State for the Home Department, pursuant to the Answers of 23 May 2016 to Questions 37209 and 37235, whether official guidelines on the policing of football matches abroad state that authority must be granted by her Department under section 26 of the Police Act 1996 to permit UK police officers to perform operational police duties abroad.

Answered by: Mike Penning | Department: Home Office

Guidelines on overseas police deployments include detail on when approval from the Home Office is required under section 26 of the Police Act 1996.

06 Jun 2016 | c 38859

Asked by: Mr Gregory Campbell

To ask the Secretary of State for Culture, Media and Sport, if he will hold urgent discussions with the football authorities in England and Scotland on the implications of the events at Hampden Park, Glasgow at the Scottish Cup final in May 2016 for his Department's policies on preventing football hooliganism.

Answered by: David Evennett | Department: Department for Culture, Media and Sport

Responsibility for safety at football grounds in Scotland is devolved so any discussions would be for the Scottish Government. I meet regularly with the Football Association, the Sports Grounds Safety Authority (who are responsible for safety at sports grounds in England and Wales) and others to discuss those safety issues for which I am responsible.

06 Jun 2016 | c 38268

Asked by: Jack Dromey

To ask the Secretary of State for the Home Department, how many police staff have been deployed to (a) each region of the UK from other EU member states and (b) other EU member states from each region of the UK to police (i) football matches and (ii) other sporting events in each of the last 10 years.

Answered by: Mike Penning | Department: Home Office

Whenever national football or club teams from England, Wales, Scotland or Northern Ireland play a match outside of the UK, an assessment is made as to whether a UK police delegation can be useful to the host nation's policing operation. However, the decision to request UK police officers rests with the relevant host nation. Similarly whenever national football teams or club teams from England, Wales, Scotland or Northern Ireland host a match against a foreign club or national team, an assessment is made by the police and this will include whether they would welcome support from the relevant police force. Such consideration can also be given to other sporting events, but it is mainly applicable to football matches. We do not hold the specific detail asked for in the question.

23 May 2016 | 37235

Asked by: Jack Dromey

To ask the Secretary of State for the Home Department, how many times the UK Football Policing Unit has requested information from other EU member states on football banning orders and other data relevant to the safe policing of football matches in each of the last 10 years.

Answered by: Mike Penning | Department: Home Office

This information is not held. The UK National Football Information Point within the UK Football Policing Unit exchanges information relevant to the safe policing of football matches with National Football Information Points in other EU countries, whenever UK national and club teams play against national or club teams from other EU member states.

23 May 2016 | 37209

4. Media Articles

4.1 Newspapers

Telegraph, 21 June 2016

[Is Vladimir Putin orchestrating Russian football hooligans to push Britain out of the EU?](#)

Guardian, 18 June 2016

[Whitehall fears Russian football hooligans had Kremlin links](#)

Guardian, 18 June 2016

[Football violence on the rise again: Uefa disciplinary actions up 64% in two years](#)

Independent, 13 June 2016

[Euro 2016: Russian official tells hooligans 'well done lads, keep it up' after Marseilles violence](#)

Guardian, 14 June 2016

[Euro 2016: FA's Greg Dyke lambasts Uefa failings in Marseille and fears violence in Lille](#)

Telegraph, 12 June 2016

[British hooligan expert says Marseille 2016 the worst yet and French police tactics outdated](#)

Independent, 12 June 2016

[Euro 2016 Marseille violence: Russian media praise own supporters and label England fans 'drunk islanders'](#)

Herald Scotland, 19 June 2016

[Kremlin boot boys, or plain old football hooligans ... just who are the Russian Ultras?](#)

Press and Journal, 11 June 2016

[Twenty football hooligans charged last year in north of Scotland](#)

The Scotsman, 23 May 2016

[Response to Scottish Cup Final violence praised](#)

Telegraph, 22 July 2015

[Whatever happened to the 1970s football hooligans?](#)

The Times, 29 December 2015

[Rail police to tackle football hooligans](#)

The Guardian, 3 January 2015

[The way to tackle football hooliganism? No, prime minister](#)

The Courier, 30 September 2014

[Casual violence Dundee football hooligans speak out on the emergence of 'Ultra' violence in Scotland](#)

4.2 Web/Magazine Sources

BBC News, 15 June 2016

[Five ways to stop football hooliganism](#)

Wales Online, 12 June 2016

[French media blown away by 'magnificent' Wales fans as shocking stadium violence mars Euro 2016](#)

Huffington Post, 14 June 2016

[Backlash As SNP MP Joanna Cherry Condemns 'Appalling Behaviour' Of English Football Fans](#)

Holyrood, 26 May 2016

[Justice minister says football alcohol ban should stay](#)

BBC News, 26 November 2015

[Football banning orders fall as figures reveal bad behaviour](#)

5. Press releases

5.1 Uefa.org

Sanctions imposed on Russian Football Union

14 June 2016

The independent UEFA Control, Ethics and Disciplinary Body has announced its decision following disciplinary proceedings against the Russian Football Union.

The independent UEFA Control, Ethics and Disciplinary Body (CEDB) met today in Paris to deal with the disciplinary proceedings opened against the Russian Football Union (RFS) following the incidents which occurred inside the Stade Vélodrome in Marseille at the UEFA EURO 2016 match against England on 11 June (1-1).

Charges relating to crowd disturbances, use of fireworks and racist behaviour had been brought against the RFS, and the CEDB decided to impose the following sanctions:

- A fine of €150,000.
- A suspended disqualification of the Russian national team from UEFA EURO 2016 for the crowd disturbances. In accordance with Article 20 of the UEFA Disciplinary Regulations*, this disqualification is suspended until the end of the tournament. Such a suspension will be lifted if incidents of a similar nature (crowd disturbances) happen inside the stadium at any of the remaining matches of the Russian team during the tournament.

The decision of the UEFA Control, Ethics and Disciplinary Body is open to appeal.

This decision only relates to the incidents which occurred inside the stadium and are therefore under the jurisdiction of the UEFA Disciplinary Bodies.

**Article 20 UEFA Disciplinary Regulations*

1. All disciplinary measures may be suspended, with the exception of:

- a. warnings;*
- b. reprimands;*
- c. bans on all football-related activities;*
- d. disciplinary measures related to match-fixing, bribery and corruption.*

2. The probationary period must be a minimum of one year and a maximum of five. This period may be extended in exceptional circumstances.

3. If a further offence is committed during the probationary period, the competent disciplinary body, as a rule, orders that the original disciplinary measure be enforced. This may be added to the disciplinary measure imposed for the new offence.

5.2 Prime Minister's Office, 10 Downing Street

Euro 2016 violence: UK government statement

12 June 2016

The UK government condemns the violence in Marseille last night and welcomes the UEFA decision to launch an investigation into the unrest.

A government spokesperson said:

The UK government is deeply concerned by the violence in Marseille last night (June 11), including reports that in some cases England fans were attacked by rival supporters. We condemn the violence and urge calm on all sides.

These incidents go directly against the spirit of the tournament and are the actions of a minority. The vast majority of fans in France simply want to enjoy the football.

So we welcome UEFA's decision to launch an investigation into the violence inside the stadium in Marseille last night, and stand ready to assist in any way we can. We appreciate the Russian sports minister's statement of support for the investigation.

We are in constant contact with the Euro 2016 organisers and the French authorities and have already provided public order support to the French security operation, including through the deployment of additional police to act as 'spotters' in crowds and an enhanced Border Force presence at outbound ports.

We have offered to send further UK police to France ahead of the next England game to support the security operation around the match in Lens. And UK police will be assisting the French with their post-incident investigations and supporting them to gather evidence, including evidence against any England fans involved in the disorder.

The Home Secretary has spoken to her French counterpart, Bernard Cazeneuve, the Interior Minister, to continue to coordinate and work closely together on the response. And the Foreign Office has been in touch with the Russian authorities about our concerns.

The Foreign Office has additional staff in France and is providing consular assistance to a number of victims and their families. Six British nationals remain in hospital and several more have received treatment. We stand ready.

6. Further reading

- Research Into Football Hooliganism - An Academic Website <http://www.footballhooligans.org.uk/>
- Home Office [Football-related arrests and banning orders season 2014 to 2015](#) 26 November 2015
- R Giulianotti, [Social and legal factors in the decline of English football hooliganism](#) International Centre for Sport Security, Vol 1 No 3
- The Football Association (FA), [Summary of measures taken to prevent football violence...](#)
- Geoff Pearson, [Banning 'hooligans' from travel won't stop disorder at matches](#), The Football Industries Group (FIG) University of Liverpool, 11 June 2014.
- The Crown Prosecution Service, [Football Related Offences and Football Banning Orders](#)

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